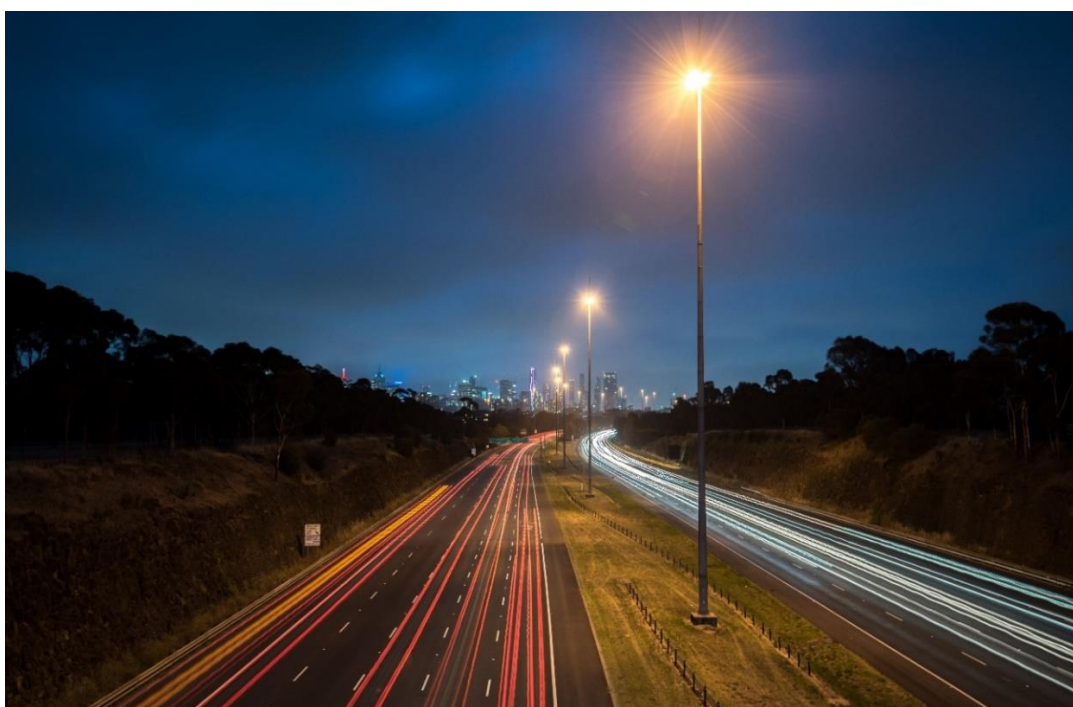


**RECOMMENDATION OF THE EXECUTIVE DIRECTOR AND
ASSESSMENT OF CULTURAL HERITAGE SIGNIFICANCE UNDER
PART 3, DIVISION 3 OF THE *HERITAGE ACT 2017***

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Name	Eastern Freeway – Stage One
Location	Hoddle Street/Alexandra Parade, Clifton Hill to Bulleen Road, Kew, (City of Yarra, City of Boroondara)
Provisional VHR Number	PROV VHR H2400
Provisional VHR Category	Heritage Place
Hermes Number	204090
Heritage Overlay Number	No



Eastern Freeway - Stage One, August 2019

EXECUTIVE DIRECTOR RECOMMENDATION TO THE HERITAGE COUNCIL:

- That the Eastern Freeway - Stage One (Hoddle Street to Bulleen Road) be included as a Heritage Place in the Victorian Heritage Register under the *Heritage Act 2017* [Section 37(1)(a)].
- That the Eastern Freeway - Stages Two and Three (Bulleen Road to Springvale Road) not be included as a Heritage Place in the Victorian Heritage Register under the *Heritage Act 2017* [Section 37(1)(b)].

STEVEN AVERY
Executive Director

Recommendation Date: 11 December 2019

Advertising Period: 16 December 2019 – 14 February 2020

This recommendation report has been issued by the Executive Director, Heritage Victoria under s.37 of the Heritage Act 2017.

Name: Eastern Freeway - Stage One
Hermes Number: 204090



Environment,
Land, Water
and Planning

NOMINATED EXTENT OF REGISTRATION

Two nominations were received for the Eastern Freeway, with different extents.

Nomination 1:

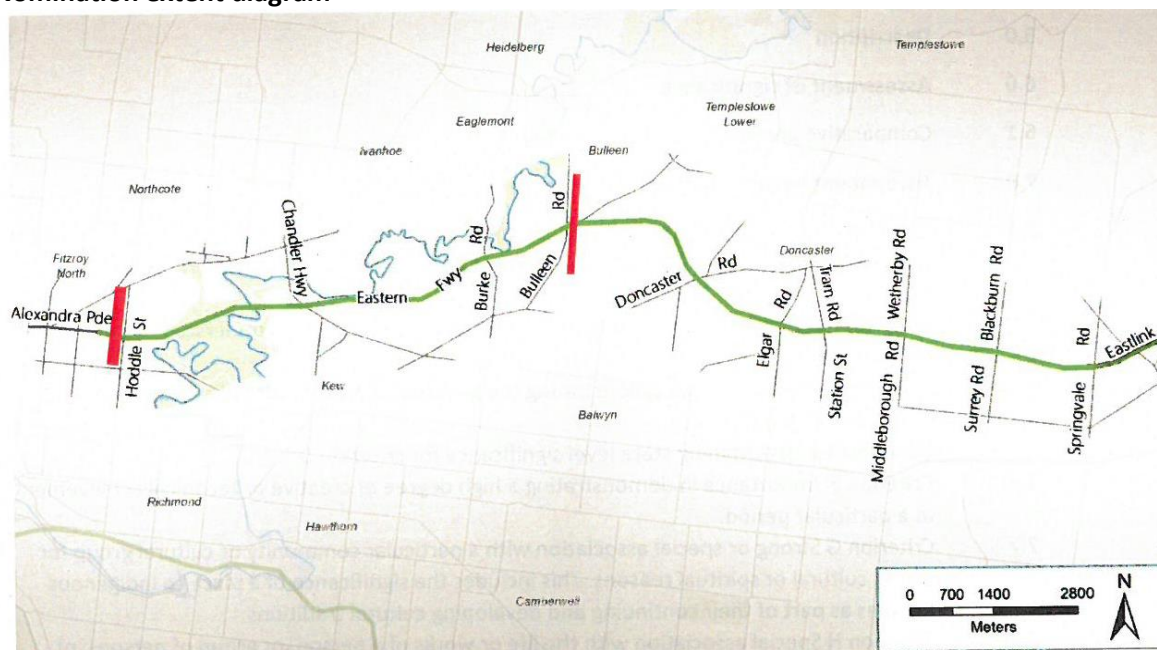
Date that the nomination was accepted by the Executive Director

2 August 2019

Written extent of nomination

The section of the Eastern Freeway from the Hoddle Street Road bridge at Clifton Hill/Collingwood to the Bulleen Road bridge, Balwyn North/Bulleen, constructed between 1972 and 1977, as indicated on the plan below.

Nomination extent diagram



The extent is the section between the two red lines.

Nomination 2

Date that the nomination was accepted by the Executive Director

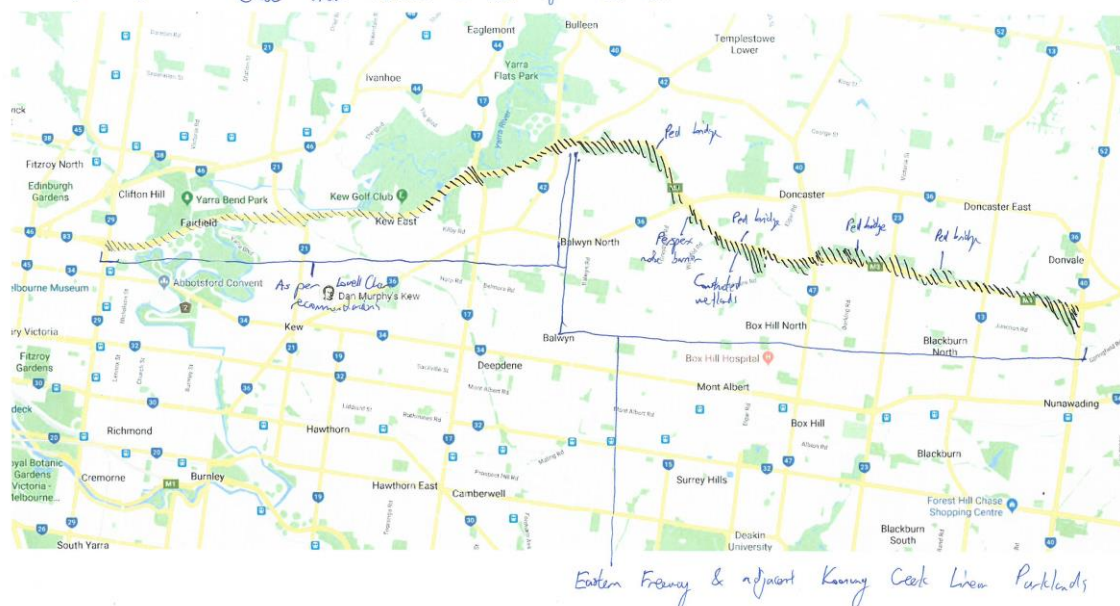
29 August 2019

Written extent of nomination

All land and features noted between Hoddle Street and Springvale Road including Koonung Creek Linear Parklands east of Bulleen Road and associated roadside verges.

Nomination extent diagram

Extent of Registration: All land & features marked [hatched box] between Hoddle St & Springvale Rd. Includes Koonung Creek Linear Parklands to east of Bulleen Rd.



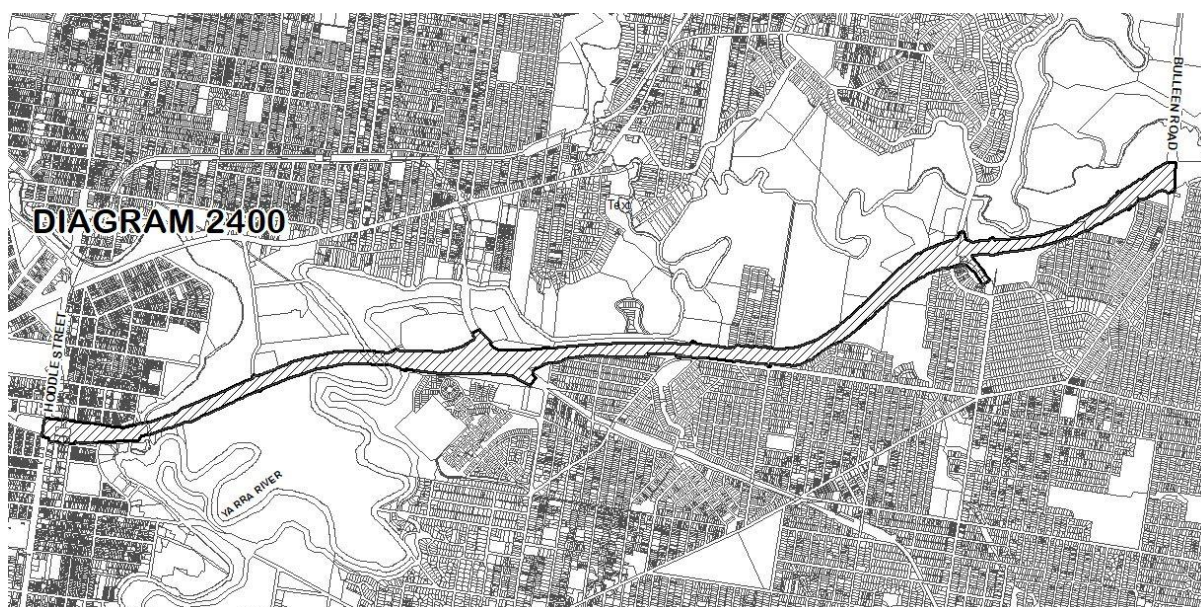
The extent is the section shown as hatched in blue.

Comment

The two nominations combined comprise Stages One, Two and Three of the Eastern Freeway, which were constructed in stages between 1972 and 1997. Each stage was assessed separately and in the context of the place as a whole.

RECOMMENDED REGISTRATION

All of the place shown hatched in Diagram 2400 encompassing all of the land being the road reserve known as the Eastern Freeway between Hoddle Street and Bulleen Road and part of the road reserves of Alexandra Parade, Yarra Bend Road, Yarra Boulevard, Chandler Highway, Belford Road and Bulleen Road; and all of Lot 3 on Title Plan 689629; Lot 1 on Title Plan 852459; Lot 1 on Title Plan 9045857; Lot 1 on Title Plan 892243; Res 5 Plan of Subdivision 613939 and Crown Allotment 2461 Parish of Jika Jika; and parts of Lot 1 on Title Plan 878808; Lot 1 on Title Plan 562690; Lot 3 on Title Plan 609629; Lot 1 on Title Plan 547802; Lot 1 on Title Plan 611711; Lot 1 on Title Plan 802753; Lot 1 on Title Plan 894594; Lot 1 and 2 on Title Plan 710814; RES 1, 2, 3 and 4 on Plan of Subdivision 613939; Lot 1 on Plan of Subdivision 418204; RD on Lodged Plan 10110; Lot 2 on Title Plan 709677 and part of Crown Allotments 113E, 133N and 2577 Parish of Jika Jika; Crown Allotment 33A Section A at Clifton Hill, Parish of Jika Jika; and Crown Allotments 59L and 59P Parish of Boroondara.



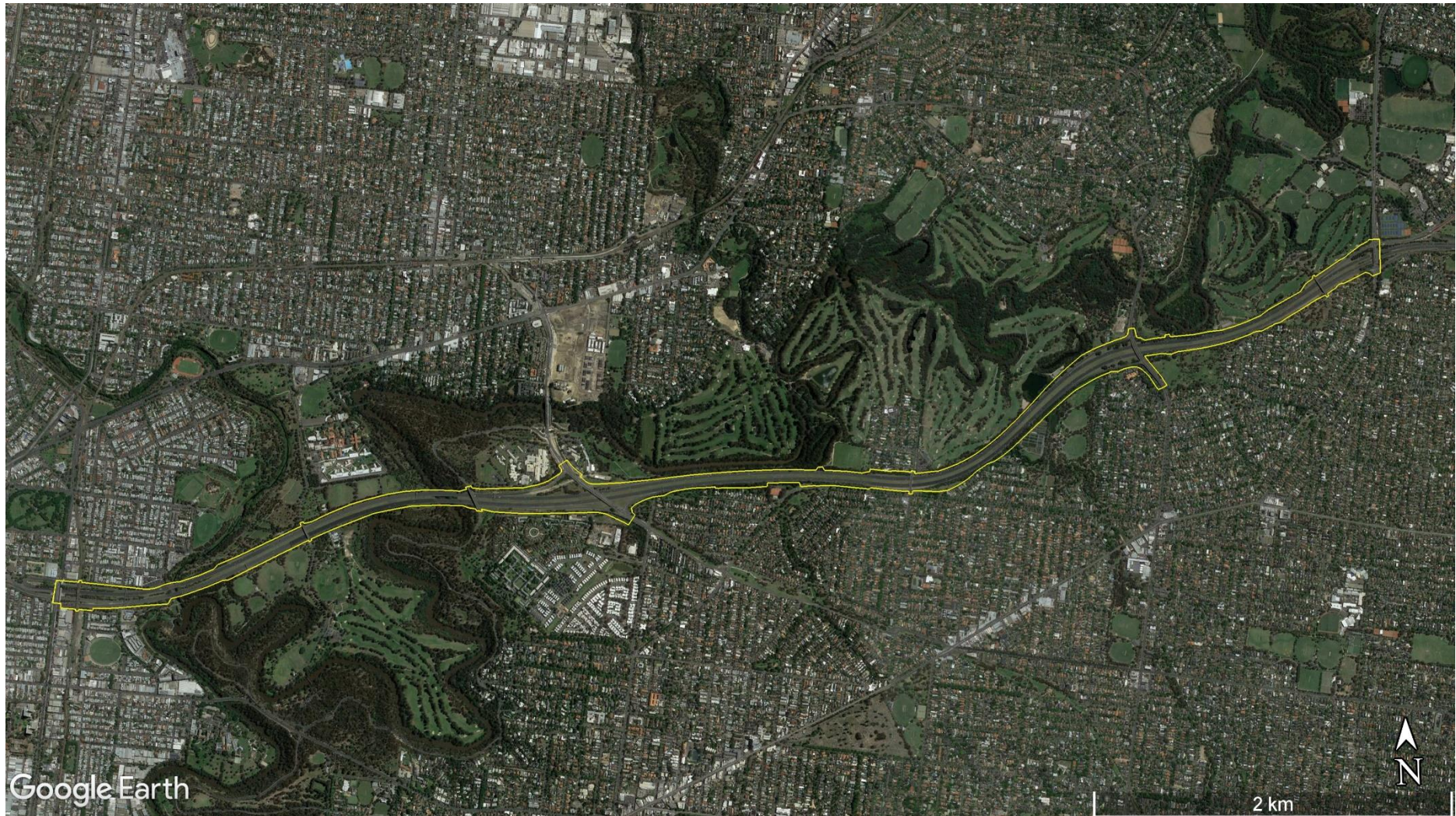
The recommended extent of registration of the Eastern Freeway – Stage One in the Victorian Heritage Register affects the whole place shown on Diagram 2400 including the land, roads, grassed central median, bridges, overpasses, landscape elements, plantings, light structures and other features.

RATIONALE FOR EXTENT

The recommended extent of registration for the Eastern Freeway – Stage One includes all of the land and structures along an approximately 8.8 kilometre stretch of dual carriageways between Hoddle Street and Bulleen Road. The recommended extent demonstrates the changing approach to the design of freeways in the 1960s and 1970s. The Eastern Freeway – Stage One is located within an identifiable corridor. The recommended extent of registration comprises the corridor as well as short sections of off and on ramps to demonstrate the operational requirements of the freeway. This is considered sufficient to protect the cultural heritage significance of the place.

The Eastern Freeway - Stage Two and Three are not considered to demonstrate the attributes of a freeway to the same extent as Stage One for the reasons outlined in this report. Stage Two and Stage Three are not recommended for inclusion in the VHR.

AERIAL PHOTO OF THE PLACE SHOWING PROPOSED REGISTRATION



Name: Eastern Freeway - Stage One
Hermes Number: 204090

BACKGROUND

WHAT IS AT THE PLACE?

The Eastern Freeway - Stage One runs from Hoddle Street to Bulleen Road. Its boundaries are defined by cuttings through natural rock escarpments and framed by plantings of native vegetation. A wide grassed central median is defined by a series of elongated needle-like light poles. There are nine individually designed bridges (seven road overpasses and two twin bridges over the Yarra River and Merri Creek), as well as a pedestrian overpass, railway bridge and Hoddle Street overpass. The roadway comprises two carriageways, each of five lanes plus an emergency lane between Hoddle Street and the Chandler Highway, which then reduces in width to four lanes plus an emergency lane, through to Bulleen Road.

WHAT IS THE HISTORY OF THE PLACE?

The Eastern Freeway was one of several urban commuter freeway projects announced around the date of the launch of the Melbourne Transport Committee Transportation Plan in December 1969. It was intended to link the eastern suburbs of Melbourne, and in particular the suburbs of Kew, Balwyn, Bulleen, Doncaster and Templestowe, with the city. Design of the freeway commenced in 1970, with Stage One from Hoddle Street/Alexandra Parade to Bulleen Road, commencing construction in 1972 and opening at the end of 1977. The freeway bisected the Yarra Bend National Park and required the reconfiguration of the course of the Yarra River and modified its confluence with the Merri Creek. The project was controversial with significant and prolonged community opposition when it became apparent the freeway was to link with Alexandra Parade beneath Hoddle Street, pushing city and west-bound traffic through the inner suburbs. The freeway was extended to Doncaster Road in 1982 (Stage 2) and to Springvale Road in 1997 (Stage 3). In 2007 a further extension opened as part of the Eastlink toll road, extending the freeway to Ringwood and onto Frankston.

WHO ARE THE TRADITIONAL OWNERS/REGISTERED ABORIGINAL PARTY FOR THIS PLACE?

This site is part of the traditional land of the Woi Wurrung (Wurundjeri) peoples of the Kulin Nation. The Registered Aboriginal Party (RAP) under the *Aboriginal Heritage Act 2006* is the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation.

STATEMENT OF CULTURAL HERITAGE SIGNIFICANCE

WHAT IS SIGNIFICANT?

The Eastern Freeway - Stage One is an 8.8 kilometre stretch of dual carriageway freeway extending from Hoddle Street, Clifton Hill/Abbotsford to Bulleen Road, Balwyn North. The Eastern Freeway - Stage One comprises an integrated design of a naturalistic landscape setting, exposed escarpments and cuttings, with mortared infill rockwork, a broad central grassed median with elongated needle-like light poles, and a series of distinctive concrete road overpasses and bridges designed as a suite of elements to enhance the freeway experience for the motorist.

HOW IS IT SIGNIFICANT?

The Eastern Freeway - Stage One is of historical significance to the State of Victoria. It satisfies the following criterion for inclusion in the Victorian Heritage Register:

Criterion A

Importance to the course, or pattern, of Victoria's cultural history.

Criterion D

Importance in demonstrating the principal characteristics of a class of cultural places and objects.

WHY IS IT SIGNIFICANT?

The Eastern Freeway - Stage One is significant at the State level for the following reasons:

The Eastern Freeway - Stage One is historically significant for its clear association with the early development of freeways in Victoria. The Eastern Freeway - Stage One demonstrates important shifts in the approach to freeway design during the 1960s and 1970s. The design of earlier freeways was guided by cost and efficiency. The Eastern Freeway - Stage One was one of the first freeways in Victoria to consider the motoring experience and the environment. This is evident through the incorporation of several elements which were, for its time of construction, uncommon and untested – including landscape design and planting works completed ahead of the freeway's opening, bespoke concrete bridges and overpasses designed as a series, exposed and worked rock cuttings and escarpments and exceptionally broad carriageways.

The Eastern Freeway - Stage One is also historically significant for the prolonged and at times violent community protests that met its announcement, construction and opening. Its termination at Hoddle Street/Alexandra Parade became the rallying point for protestors concerned about the impact of freeways in general, and well as those opposed to the direct impact of the freeway on the surrounding suburbs. [Criterion A]

The Eastern Freeway - Stage One is significant as a notable freeway. It is a fine, intact, influential and pivotal example of a freeway. As the first freeway in Victoria to respond to changing attitudes towards the design of freeways and the need for them to consider aesthetics as well as safety, utility and economy, it encapsulates a key evolutionary stage in the development of freeway design. It was the precursor to the present day architectural and aesthetic approach to freeway design. [Criterion D].

RECOMMENDATION REASONS

REASONS FOR RECOMMENDING INCLUSION IN THE VICTORIAN HERITAGE REGISTER [s.40]

Following is the Executive Director's assessment of the place against the tests set out in *The Victorian Heritage Register Criteria and Thresholds Guidelines (2014)*.

CRITERION A

Importance to the course, or pattern, of Victoria's cultural history.

STEP 1: A TEST FOR SATISFYING CRITERION A

The place/object has a *CLEAR ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life in Victoria's cultural history.

Plus

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

Plus

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

Executive Director's Response

The Eastern Freeway was constructed in three stages:

- Stage One: Hoddle Street to Bulleen Road (1972-1977)
- Stage Two: Bulleen Road to Doncaster Road (1980-1982)
- Stage Three: Doncaster Road to Springvale Road (1994-1997).

Stage One

The Eastern Freeway - Stage One (F19) has a clear association with the important phase of transport planning and the construction of freeways in the mid twentieth century. The phase is of historical importance to Victoria. Freeways constructed during this period allowed for increased connections between the city of Melbourne, the rapidly developing outer suburbs, regional areas and other means of transportation such as the newly constructed Tullamarine Airport. The association is evident in the physical fabric of the place and in documentary resources. The physical fabric also demonstrates the beginning of a new approach to freeway design which considered aesthetics as well as safety and economy. This is evident in the series of concrete road bridges and overpasses, the broad carriageways and wide grassed median with elongated light poles, exposed rock escarpments, mortared rockwork and extensive areas of landscaping.

The Eastern Freeway - Stage One is also of importance as the road project on which most of the objections to the construction of freeways more generally was focussed.

Stages Two and Three

The Eastern Freeway - Stages Two and Three were constructed in the 1980s and 1990s and do not have the same association with the early development of major road infrastructure in Victoria. By this time, the outer suburbs to the east were already developed and these subsequent stages were more focussed on traffic management and extending the reach of the freeway. They also did not meet with the protracted resistance to freeways as Stage One did, although there was some resistance on environmental grounds.

Criterion A is likely to be satisfied for Stage One.

Criterion A is not likely to be satisfied for Stages Two and Three.

STEP 2: STATE LEVEL SIGNIFICANCE TEST FOR CRITERION A

The place/object allows the clear association with the event, phase etc. of historical importance to be *UNDERSTOOD BETTER THAN MOST OTHER PLACES OR OBJECTS IN VICTORIA WITH SUBSTANTIALLY THE SAME ASSOCIATION.*

Executive Director's Response

A number of freeways were constructed in Victoria during the mid-twentieth century and particularly in the 1960s and 1970s. Most contribute to an understanding of transport planning and the construction of freeways during this period. The Eastern Freeway - Stage One is one of the most intact freeways constructed in this period. It is also one of the few freeways constructed in Victoria during this period which demonstrates important shifts in the approach to their design including consideration of the motoring experience, as well as incorporating elements to reduce the impact on the setting and the environment. This is evident through incorporation of several elements which were, for its time of construction, uncommon and untested – including landscape design and planting works completed ahead of the freeway's opening, bespoke concrete bridges and overpasses designed as a series and exceptionally broad carriageways divided by a wide grassed median with elongated light poles. It allows the association to be better understood than most other places in Victoria with substantially the same association.

The fierce resistance to the construction of the Eastern Freeway - Stage One by inner city residents, and in particular those in the suburbs around Alexandra Parade is also of importance. The mothballing of other freeway projects resulted in the Eastern Freeway becoming the focus of resistance against the construction of freeways in general. Protestors were supported by the inner-city councils of Collingwood and Fitzroy, and the campaign was prolonged, at times violent and a rallying point for communities concerned generally about the impact that freeways were having and would have on the shape of the city. The Eastern Freeway - Stage One and its termination at Hoddle Street/Alexandra Parade allows this important historical event to be understood better than most places with substantially the same association.

Criterion A is likely to be satisfied at the State level for Stage One.

CRITERION B

Possession of uncommon, rare or endangered aspects of Victoria's cultural history.

STEP 1: A TEST FOR SATISFYING CRITERION B

The place/object has a *clear ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life of importance in Victoria's cultural history.

Plus

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

Plus

The place/object is *RARE OR UNCOMMON*, being one of a small number of places/objects remaining that demonstrates the important event, phase etc.

OR

The place/object is *RARE OR UNCOMMON*, containing unusual features of note that were not widely replicated

OR

The existence of the *class* of place/object that demonstrates the important event, phase etc is *ENDANGERED* to the point of rarity due to threats and pressures on such places/objects.

Executive Director's Response

The Eastern Freeway as a class of place is not rare, uncommon or endangered. The construction of freeways has been ongoing since the 1960s and they are an expanding class of place.

The Eastern Freeway does not comprise unusual features of note that have not been reproduced or elaborated upon in succeeding projects. Road bridges of similar design are now apparent elsewhere in the Victorian road network and the rock escarpments and infill panels of mortared stonework of the first stage of the freeway are now evident in other locations.

The Eastern Freeway is not endangered to the point of rarity due to threats and pressures. Freeways are places which incorporate levels of change as demand requires but this does not prevent them from being understood as freeways with their use continuing to be demonstrated in their form and fabric.

Criterion B is not likely to be satisfied for Stage One, Two or Three.

CRITERION C

Potential to yield information that will contribute to an understanding of Victoria's cultural history.

STEP 1: A TEST FOR SATISFYING CRITERION C

The:

- visible physical fabric; &/or
- documentary evidence; &/or
 - oral history,

relating to the place/object indicates a likelihood that the place/object contains *PHYSICAL EVIDENCE* of historical interest that is *NOT CURRENTLY VISIBLE OR UNDERSTOOD*.

Plus

From what we know of the place/object, the physical evidence is likely to be of an *INTEGRITY* and/or *CONDITION* that it *COULD YIELD INFORMATION* through detailed investigation.

Executive Director's Response

There is no visible physical fabric, documentary evidence or oral history relating to the place which indicates a likelihood that the place contains physical evidence of historical interest which is not currently visible or understood.

Criterion C is not likely to be satisfied for Stages One, Two or Three.

CRITERION D

Importance in demonstrating the principal characteristics of a class of cultural places and objects.

STEP 1: A TEST FOR SATISFYING CRITERION D

The place/object is one of a *CLASS* of places/objects that has a *clear ASSOCIATION* with an event, phase, period, process, function, movement, important person(s), custom or way of life in Victoria's history.

Plus

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

Plus

The principal characteristics of the class are *EVIDENT* in the physical fabric of the place/object.

Executive Director's Response

The Eastern Freeway as a whole is in the class of 'freeways' which has a clear association with the phase of transport planning and the construction of roadways in the mid twentieth century. This phase has made a strong contribution to Victoria by allowing for increased road connections between the city of Melbourne, the rapidly developing outer suburbs, regional areas and other means of transportation such as the newly constructed Tullamarine airport.

The principal physical characteristics of a 'freeway' include:

- Unfettered multi-lane carriageways.
- Restricted access and egress points requiring overpasses and underpasses, on-ramps and off-ramps.
- Grade separation.

The principal operational characteristics of a 'freeway' include:

- High speed limits.
- Exclusion of certain classes of vehicles, such as farm machinery and bicycles.

All these characteristics are required for a freeway to successfully function. All stages of the Eastern Freeway demonstrate all of these characteristics.

Criterion D is likely to be satisfied for Stages One, Two and Three.

STEP 2: STATE LEVEL SIGNIFICANCE TEST CRITERION D

The place/object is a *NOTABLE EXAMPLE* of the class in Victoria (refer to Reference Tool D).

Executive Director's Response

The design and construction of the Eastern Freeway - Stage One in the early 1970s aligned with a growing awareness of the need for major road projects to respond to the environment in which they were located and to also be visually interesting for the driver. An increasing public awareness of the environmental impacts of freeways and a demand for them to have better environmental credentials as well as visual appeal was also fuelled by the public response to some recently completed road projects. These included the conversion of the Moonee Ponds Creek alignment to a concrete culvert alongside the Tullamarine Freeway, and St Kilda Junction's pedestrian-alienating and vehicular-driven solution. The Country Roads Board (CRB) responded to this change, by considering aesthetic and environmental design alongside safety, utility and economy.

Stage One

The Eastern Freeway - Stage One is notable in the class of freeways.

It is a fine and highly intact example of a freeway and demonstrates principal characteristics that are of a higher quality and historical relevance than are typical of places in this class.

As the first freeway in Victoria to respond to changing attitudes towards the design of freeways and the need for them to consider aesthetics as well as safety, utility and economy, the Eastern Freeway - Stage One can be considered pivotal, encapsulating a key evolutionary stage in the development of freeway design. It is also influential as it was the precursor to the present day architectural and aesthetic approach to freeway design.

The principal characteristics that are of a higher quality and historical relevance than are typical of places in this class include:

- The dramatic width of its road alignment. The Eastern Freeway - Stage One was designed as a ten-lane road (dual carriageways of five lanes plus an emergency lane between Hoddle Street and the Chandler Highway, with four lanes plus an emergency lane through to Bulleen Road) at a time when other freeways were being constructed as dual carriageways with only two lanes in each direction. This foresight has meant that modifications to the width of the roadway have been relatively minor to date.
- The attention paid to the development of a landscaped setting for the roadway, with upwards of 200,000 trees, shrubs and ground cover plants established by the time the freeway opened in 1977.¹ The CRB established a Landscaping Section in 1975, and the landscape design for the

¹ Country Roads Board Annual Report, 1976, p. 62, cited in Lovell Chen, p. 18.

Eastern Freeway - Stage One was attributed to Rosa Niran. The sections of the freeway carried over the Merri Creek and Yarra River afforded panoramic views to the motorist of the Yarra Bend National Park and Yarra River valley which framed the roadway with mature vegetation from the date of opening, while the freeway plantings contributed to this setting more gradually.

- The incorporation of a series of distinctive bridges and concrete overpasses designed to be experienced at speed to create a theme of dynamism. These were designed by H Bruce Day, an engineer initially employed by the MMBW, and later the CRB. Day recognised that the bridge structures required for the Eastern Freeway - Stage One project would be located in a picturesque section of the Yarra River valley and would be seen by a large number of viewers every day for many years. It was determined that the bridge structures should fit and/or enhance and preferably not interfere with any desirable view of the landscape. The close concentration of overpasses in a relatively short length of roadway (almost nine kilometres) generates a cumulative appreciation of the sequence of designs. All read as imposing structures, in part because the roadways they span are extremely wide for the date of construction, and because they are visible from considerable distances of approach. Of the Eastern Freeway - Stage One overpasses, the Belford Road Bridge at East Kew is the most visually and dramatically distinctive. The angled pylons set into the exposed rock escarpment are visually arresting and appear to be pushing the escarpments apart to allow passage of the roadway. The broad spans of the Yarra Bend Road and Yarra Boulevard overpasses which avoid the need for a central pylon are also noteworthy.
- The treatment of the escarpments formed through cuttings to facilitate the road alignment and exposing the striated layers of ancient rock. Mortared infill rockwork was used sparingly to good effect to stabilise loose surfaces.
- The series of elongated, needle-like light poles which occupy the median and flank the roadway near the freeway entrance and exit points appear to only be evident at one other metropolitan freeway; the West Gate Bridge. The light pole design is a distinctive element of the Eastern Freeway – Stage One design. Visible from the surrounding suburbs and from a considerable distance, the light poles mark the course of the freeway in the river valley.
- The absence of advertising hoardings or promotional signage applied to the overpasses or readily visible from the road alignment is a distinctive characteristic not found on other freeways.
- The rapid change of scene the motorist experiences as part of the journey; passing from the highly urbanised setting of Hoddle Street and Alexandra Parade to one verging on the pastoral, and vice versa, are unusual characteristics in metropolitan freeways in Melbourne. This scenic transition is likely to have been more marked in 1977 than it is today.

Stages Two and Three

The Eastern Freeway - Stages Two and Three also demonstrate the principal characteristics that are typical of the class of freeways. The design of the Eastern Freeway - Stages Two and Three somewhat mitigated environmental impacts on the Koonung Creek valley by formalising the valley into a linear park accessible to surrounding suburbs, and in the case of Stage Three, by integrating new plantings within a series of sound barriers. Unlike the Eastern Freeway - Stage One, it is considered that the Eastern Freeway - Stage Two and Three are not notable examples of freeway design.

The Eastern Freeway - Stage Two was constructed using standard elements including concrete median crash barriers mounted with T-shaped light poles, typical to freeway design, and which had been used on many earlier freeways. It was substantially altered when Stage Three was constructed. The Eastern Freeway - Stage Three was designed in a more considered way, with the sound barriers winning a number of awards. However it opened twenty years after Stage One, by which time

architecturally designed sound barriers and visual devices were becoming commonplace along freeways.² Unlike the Eastern Freeway - Stage One, where the consideration of aesthetics alongside safety, utility and economy occurred for the first time and can be considered influential and pivotal, the provision of visual interest for the driver and the observer along freeways was an expected element of freeway design by the time Stage Three was completed.

Criterion D is likely to be satisfied at the State level for Stage One.

Criterion D is not likely to be satisfied at the State level for Stages Two and Stage Three.

CRITERION E

Importance in exhibiting particular aesthetic characteristics.

STEP 1: A TEST FOR SATISFYING CRITERION E

The *PHYSICAL FABRIC* of the place/object clearly exhibits particular aesthetic characteristics.

Executive Director's Response

Stage One

The Eastern Freeway - Stage One exhibits aesthetic characteristics through its setting, the wide carriageways separated by a broad grass median strip with elongated light poles, the bridges and the exposed escarpments and rockwork. The bridges, designed as a series to be experienced at speed by H Bruce Day, Engineer with the MMBW and later the CRB, extrapolated a theme of dynamism.

Stage Two

The Eastern Freeway - Stage Two was originally constructed as a dual two-lane carriageway with an emergency lane, divided by a standard concrete median crash barrier. The grassed verge and tall light poles of Stage One did not continue beyond Bulleen Road and the embankments to the Doncaster Road bridge were concealed by textured concrete blockwork. This stage of the freeway was constructed to a standard design with no distinguishing characteristics of note.

Stage Three

The Eastern Freeway - Stage Three extended the roadway and incorporated a landscaping scheme and a series of textured-concrete sound barriers in a series of arced forms of varying heights and materiality. The sound barriers were retrofitted to key locations in Stage Two, which was also widened. A tensioned steel pedestrian bridge carried pedestrians over the roadway at Heyington Avenue.

Criterion E is likely to be satisfied for Stages One, Two and Three.

² The textured and articulated sound barriers to the Bell-Banksia Link Road in Heidelberg were designed by Cocks, Carmichael and Whitford in 1992. The Ringwood Bypass Road has a series of distinctive pink concrete sound barriers incorporating stylised tulips, architect unknown which opened in 1996.

STEP 2: STATE LEVEL SIGNIFICANCE TEST FOR CRITERION E

The aesthetic characteristics are *APPRECIATED OR VALUED* by the wider community or an appropriately-related discipline as evidenced, for example, by:

- *critical recognition* of the aesthetic characteristics of the place/object within a relevant art, design, architectural or related discipline as an outstanding example within Victoria; or
- wide public *acknowledgement of exceptional merit* in Victoria in medium such as songs, poetry, literature, painting, sculpture, publications, print media etc.

Executive Director's Response

The Eastern Freeway - Stage One opened in 1977 with no formal dedication or opening ceremony. The aesthetic characteristics are evident in the execution of the freeway design through the sequence of nine bridge designs, lighting, landscaping and the broad travel corridor and grassed median. However they are not generally acknowledged by road users or the broader public. The Eastern Freeway - Stage One did not receive any critical recognition or wide public acknowledgement of exceptional merit in Victoria apart from the Yarra Boulevard overpass receiving a Certificate of Merit from the Concrete Institute of Australia in 1978 which commended the 'excellent way concrete was used in this project'³.

The sound barriers of the Eastern Freeway - Stage Three received professional recognition in relation to its landscaping and engineering design. The precast concrete and curved glazed sound barriers won the Joseph Reed award for Urban Architecture and the RAI (Victoria) Victorian Architectural Medal in 1998. However, they were for the sound barriers and associated landscaping only, and not for the design of the freeway as a whole. These awards are ascribed yearly and some places included in the VHR have received these awards. However, not every place which receives an award should be included in the VHR. The award is based on architectural merit. It is not an indicator of whether a place is of cultural heritage significance to the State of Victoria.

Criterion E is not likely to be satisfied at the State level for Stages One, Two or Three.

³ Country Roads Board Annual Report, 1978, p. 23, cited in Lovell Chen, p. 55.

CRITERION F

Importance in demonstrating a high degree of creative or technical achievement at a particular period.

STEP 1: A TEST FOR SATISFYING CRITERION F

The place/object contains *PHYSICAL EVIDENCE* that clearly demonstrates creative or technical *ACHIEVEMENT* for the time in which it was created.

Plus

The physical evidence demonstrates a *HIGH DEGREE OF INTEGRITY*.

Executive Director's Response

The Eastern Freeway does not contain physical evidence that demonstrates creative or technical achievement for the time in which it was created. The road bridges of the Eastern Freeway – Stage One are a prominent element of the motoring experience. However, bridges using similar engineering principles had been previously designed and constructed by the CRB including the Latrobe Parade (Matthew Flinders) Bridge at Dromana over the Mornington Peninsula Freeway of 1975 and the Hope Street Strathmore pedestrian overpass over the Tullamarine Freeway of the early 1970s, expressed through standard construction techniques and materials.

Criterion F is not likely to be satisfied for Stages One, Two or Three.

CRITERION G

Strong or special association with a particular present-day community or cultural group for social, cultural or spiritual reasons.

STEP 1: A BASIC TEST FOR SATISFYING CRITERION G

Evidence exists of a community or cultural group.

(A community or cultural group is a group of people who share a common interest, including an experience, purpose, belief system, culture, ethnicity or values.)

Plus

Evidence exists of a strong attachment between the **COMMUNITY OR CULTURAL GROUP** and the place/object in the present-day context.

Plus

Evidence exists of a time depth to that attachment.

Executive Director's Response

The Eastern Freeway is an urban commuter freeway which people experience on a regular or occasional basis. There is no known identifiable community or cultural group with a present-day attachment to the Eastern Freeway.

The construction of the Eastern Freeway - Stage One was seen by some as a controversial action; it generated a fierce and prolonged level of opposition from communities living in proximity to its connection with Alexandra Parade. Conversely, communities living in the eastern suburbs and adjoining suburbs such as Templestowe, Bulleen and Heidelberg appear to have largely welcomed the idea of a fast vehicular connection to the city, although there was some objection to the environmental impact of the freeway. The demonstrations associated with the response to the Eastern Freeway - Stage One was protracted, inventive, and at times violent and controversial. The protesters would have formed an identifiable community group at the time, however there is no

readily discernible evidence of a present-day attachment. The cultural heritage significance of the protests is now better assessed under Criterion A.

Subsequent stages generated a local level of concern with the CRB issuing a questionnaire to residents to resolve the treatment of the Koonung Creek valley which the roadway bisected. The landscaping of the creek valley and formalizing of its environs as the Koonung Creek Linear Park is valued by the residents of the surrounding suburbs, but there is no evidence of any community group with a strong or enduring present-day association with the place.

Criterion G is not likely to be satisfied for Stage One, Two or Three.

CRITERION H

Special association with the life or works of a person, or group of persons, of importance in Victoria's history.

STEP 1: A TEST FOR SATISFYING CRITERION H

The place/object has a *DIRECT ASSOCIATION* with a person or group of persons who have made a strong or influential *CONTRIBUTION* to the course of Victoria's history.

Plus

The *ASSOCIATION* of the place/object to the person(s) *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources and/or oral history.

Plus

The *ASSOCIATION*:

- directly relates to *ACHIEVEMENTS* of the person(s) at, or relating to, the place/object; or
- relates to an *enduring* and/or *close INTERACTION* between the person(s) and the place/object.

Executive Director's Response

The Eastern Freeway is associated with several notable figures in Victorian history, including Premiers Sir Henry Bolte and Sir Rupert Hamer, as well as MMBW and the CRB staff who worked on the design and construction of the project. In the case of the engineers, designers, architects and landscape architects, the Eastern Freeway was one of a number of projects to which they contributed over their working life. There is nothing in the form or fabric of the first and subsequent stages of the Eastern Freeway which demonstrates a particular association with an individual or group above any other project these individuals or groups may have been involved with.

Criterion H is not likely to be satisfied for Stage One, Two or Three.

PROPOSED PERMIT POLICY

Preamble

The purpose of the Permit Policy is to assist when considering or making decisions regarding works to a registered place. It is recommended that any proposed works be discussed with an officer of Heritage Victoria prior to making a permit application. Discussing proposed works will assist in answering questions the owner may have and aid any decisions regarding works to the place.

The extent of registration of the Eastern Freeway - Stage One in the Victorian Heritage Register affects the whole place shown on Diagram 2400 including the land, roadways, bridges, light poles and medians, escarpments and rock cuttings, trees, landscape elements and other features.

Under the *Heritage Act 2017* a person must not remove or demolish, damage or despoil, develop or alter or excavate, relocate or disturb the position of any part of a registered place or object without approval. It is acknowledged, however, that alterations and other works may be required to keep places and objects in good repair and adapt them for use into the future.

If a person wishes to undertake works or activities in relation to a registered place or registered object, they must apply to the Executive Director, Heritage Victoria for a permit. The purpose of a permit is to enable appropriate change to a place and to effectively manage adverse impacts on the cultural heritage significance of a place as a consequence of change. If an owner is uncertain whether a heritage permit is required, it is recommended that Heritage Victoria be contacted.

Permits are required for anything which alters the place or object, unless a **permit exemption** is granted. Permit exemptions usually cover routine maintenance and upkeep issues faced by owners as well as minor works or works to the elements of the place or object that are not significant. They may include appropriate works that are specified in a conservation management plan. Permit exemptions can be granted at the time of registration (under s.38 of the Heritage Act) or after registration (under s.92 of the Heritage Act). It should be noted that the addition of new buildings to the registered place, as well as alterations to the interior and exterior of existing buildings requires a permit, unless a specific permit exemption is granted.

Conservation management plans

It is recommended that a Conservation Management Plan is developed to manage the place in a manner which respects its cultural heritage significance.

Aboriginal cultural heritage

If works are proposed which have the potential to disturb or have an impact on Aboriginal cultural heritage it is necessary to contact Aboriginal Victoria to ascertain any requirements under the *Aboriginal Heritage Act 2006*. If any Aboriginal cultural heritage is discovered or exposed at any time it is necessary to immediately contact Aboriginal Victoria to ascertain requirements under the *Aboriginal Heritage Act 2006*.

Other approvals

Please be aware that approval from other authorities (such as local government) may be required to undertake works.

Archaeology

Ground disturbance may affect the archaeological significance of the place and, subject to the exemptions stated in this document, requires a permit.

EXECUTIVE DIRECTOR RECOMMENDATIONS FOR EXEMPTED WORKS OR ACTIVITIES (PERMIT EXEMPTIONS)

It should be noted that Permit Exemptions can be granted at the time of registration (under s.38 of the Heritage Act). Permit Exemptions can also be applied for and granted after registration (under s.92 of the Heritage Act).

Under s.38 of the *Heritage Act 2017* the Executive Director may include in his recommendation categories of works or activities which may be carried out in relation to the place or object without the need for a permit under Part 5 of the Act. The Executive Director must not make a recommendation for any categories of works or activities if he considers that the works or activities may harm the cultural heritage significance of the place or object. The following permit exemptions are not considered to cause harm to the cultural heritage significance of the Eastern Freeway - Stage One.

General Condition 1

All exempted alterations are to be planned and carried out in a manner which prevents damage to the fabric of the registered place or object.

General Condition 2

Should it become apparent during further inspection or the carrying out of works that original or previously hidden or inaccessible details of the place or object are revealed which relate to the significance of the place or object, then the exemption covering such works shall cease and Heritage Victoria shall be notified as soon as possible.

General Condition 3

All works should ideally be informed by Conservation Management Plans prepared for the place. The Executive Director is not bound by any Conservation Management Plan, and permits still must be obtained for works suggested in any Conservation Management Plan.

General Condition 4

Nothing in this determination prevents the Heritage Council from amending or rescinding all or any of the permit exemptions.

General Condition 5

Nothing in this determination exempts owners or their agents from the responsibility to seek relevant planning or building permits from the relevant responsible authority, where applicable.

Specific Permit Exemptions

Maintenance

- Maintenance works to existing roadways, underpasses, shared user pathways, on and off-ramps, shoulders, emergency lanes and the central median including works to the road surface, kerbs and channels, road line marking, fire hydrants and drains.
- Maintenance and repair of safety critical infrastructure including barriers of all types.
- Maintenance, removal or installation of existing underground utilities.
- Maintenance to existing traffic management lights and signals, directional signage, solar panels, and their associated supporting structure and gantries.
- Repair and maintenance of light masts.

- Maintenance of the embankments including removal of land slips and rock falls and any new remedial and stabilisation works using like-for-like materials.
- Repairs and maintenance to hard landscape elements, including bridges (all elements) structures, mortared rockwork, pedestrian pathways and the public vantage point to the south side of the road reservation between the Columba Street overpass and the Bulleen Road overpass, gutters, drainage and irrigation systems.
- Repair and maintenance of existing timber sound barriers including like-for-like replacement of panels, posts and re-painting in the same paint colour, type and finish.
- Graffiti management to hard landscape elements including bridges and escarpments, and signage and electronic travel time indicators in accordance with Heritage Victoria's Information Brochure – 'Graffiti removal and protection'.
- Over-painting of graffiti in a sympathetic paint finish to the timber sound barriers.
- Repairs and maintenance, trackwork and any other works at deck level to the railway bridge at Hoddle Street.

Landscape

- The process of gardening, including slashing, mowing, hedge clipping, removal and replanting of shrubs, disease and weed control and maintenance to care for existing plants.
- The removal or pruning of dead, dying or dangerous trees.
- Subsurface works involving the installation, removal or replacement of existing watering and drainage systems or services.
- Vegetation protection and management of possums and vermin.
- Replacement and replanting with the same species to retain a vegetated corridor.
- Repair and maintenance of hard surfaces such as pathways, kerbing and channelling.
- All fire management prevention, preparedness, response and recovery activities, including fuel management.

RELEVANT INFORMATION

Local Government Authority

City of Yarra
City of Boroondara

Heritage Overlay

HO302 Yarra Bend Park Yarra Bend Deep Rock Swimming Club and HO307 Yarra River Yarra Bend Park Yarra Bend, Yarra River Protectorate Station Site, Yarra Planning Scheme.

Other Overlays

Significant Landscape Overlay Schedule 1 (SLO1), Yarra Planning Scheme
Significant Landscape Overlay Schedule 1 (SLO1), Boroondara Planning Scheme
Land Subject to Inundation Overlay (LSIO), Yarra Planning Scheme
Land Subject to Inundation Overlay (LSIO), Boroondara Planning Scheme

Victorian Aboriginal Heritage Register

Yes

Other Names

F19, M3

HISTORY

The Eastern Freeway, originally known as the F19, and today the M3, was one of several freeway projects developed in the 1960s and 1970s. Plans for an eastern road transport corridor had however been proposed many years earlier. The 1929 Plan for General Development commissioned by the Melbourne Town Planning Commission designated a route for a highway along a widened Doncaster Road, then across the alignment of the Chandler Highway and thence to Heidelberg. Notably, this left the Yarra River and Koonung Creek valley undeveloped.

The impact of the significant Melbourne floods of 1934 was such that building in low-lying areas was prohibited, leaving the Yarra River valley and the adjoining Yarra Bend National Park as an unofficial 'green wedge'. The 1954 Melbourne Metropolitan Planning Scheme, proposed a road alignment, comprising four lanes spanning the Yarra River valley and following the Koonung Creek Valley which broadly accords with the existing Eastern Freeway corridor. However, few elements of the 1954 plan proceeded except for the first stage of the South-Eastern Freeway.

The Eastern Freeway - Stage One was one of several road projects developed in Melbourne during the 1960s and 1970s to provide access to the city from established suburbs in the south, south-east and eastern regions as well as from new suburban areas, including Mulgrave, Glen Waverley, Doncaster and Bulleen. Along with the South-Eastern Freeway, the Mulgrave Freeway and the first section of the Frankston Freeway, the Eastern Freeway helped to connect developing suburbs to the city, and open new areas for suburban subdivision in response to the growing population of Melbourne. It is best described as a commuter freeway.

The Eastern Freeway - Stage One was preceded by a number of other freeway projects. These included the Maltby Bypass near Werribee (opened June 1961) and the first section of the South Eastern Freeway (opened June 1962).

As the planning for the Eastern Freeway - Stage One commenced, the extension of the South Eastern Freeway to Toorak Road and the final phase of the Tullamarine Freeway linking the city to the new Tullamarine Airport were completed or nearing completion. Planning for the St Kilda Junction redevelopment was underway, and the Melbourne Underground Rail Loop was at an inception stage. All of these were elements of a halcyon period of transport projects in the years surrounding the commissioning and launch of the 1969 Melbourne Transportation Plan.

Stage One: Hoddle Street to Bulleen Road

Construction of the Eastern Freeway was formally announced in early 1969. An account published in the *Canberra Times* in May 1969 described the freeway as:

'...5½ mile freeway will have eight lanes. A double-track railway service to connect with Clifton Hill will run between the lanes. Work is expected to start next year and end in 1973....the freeway will start at the corner of Wellington Street and Alexandra Parade East Melbourne [sic] and end at Thompsons Road Bulleen'.⁴

This announcement was made six months before the handing down of the Melbourne Transportation Plan in December 1969. The Melbourne Transportation Plan included the present route of the Eastern Freeway but with an extension further west to Lygon Street, connecting with the F14, the present-day Tullamarine Freeway. In 1972 the Hamer Government authorised the

⁴ 'Eight-lane road for Melbourne', *Canberra Times*, 27 May 1969, p. 7.

construction of the eastern section, with the western section to Lygon Street dropped in the face of significant community opposition.

The circumstances of the inception of the Eastern Freeway – Stage One against a background of social unrest and growing opposition to freeways in general is of interest. Concerns for the environment had helped to bring about a change of government at the federal level and a change in leadership at the state level. The Whitlam Labor Government was elected on a social reform platform in late 1972, and there was also a change in attitude to the construction of freeways, with a pledge to not approve federal funding for inner city freeway projects. Similarly, the succession of Henry Bolte by Rupert Hamer as Premier of Victoria in 1972 signalled a more cautious and conciliatory approach to the matter of freeway construction with many metropolitan freeway projects recommended in the 1969 Melbourne Transportation Plan subsequently ‘mothballed’ in response to both community concerns and the threatened withdrawal of Federal government funding.

The Eastern Freeway project was unique in that it was not cancelled or ‘mothballed’, having already commenced with early demolitions to facilitate the project underway in Collingwood and Kew by 1970. The tender for its construction was awarded in August 1971 and construction commenced in 1972. This set of circumstances was also a contributing factor in it becoming the focus of a sustained resistance to the construction of freeways in Metropolitan Melbourne generally, and also specifically as its environmental impact on the Yarra Bend National Park and the Yarra River valley and its impact on the inner-city suburbs at its city connection, became apparent.

Community opposition increased as it became clear that with the Freeway terminating at Hoddle Street, traffic would likely extend westwards along Alexandra Parade. The Fitzroy and Collingwood councils resolved to restrict access along the Parade, in accordance with resident’s wishes, but were stymied by the State Government’s reclassification of the road as a highway, giving control of the roadway to the CRB. Protests transformed from relatively peaceful events to acts of civil disobedience with a fire-bombing, scuffles with police, and the construction and then removal of a barrier across Alexandra Parade, comprised of old car bodies, building rubble and brick as the freeway became readied for opening. The first section of the freeway opened to traffic on 8 December 1977 between Hoddle Street and Chandler Highway, with the full extent to Bulleen Road open by Christmas 1977.

A changing approach

While the public response to freeway projects in general was one of opposition, research into how freeways were designed and could be better integrated into their settings was underway during the 1960s and early 1970s and would influence the design and construction of the Eastern Freeway - Stage One.

In the 1960s, University of Sydney academic and landscape architect Peter Spooner (1919-2014) was commissioned to work on a worldwide research program sponsored by the Australian Road Research Board to examine and report on highway landscaping throughout the world. In 1969 he prepared a report which stated that highway design should be ‘sufficient to prevent boredom [but] never compete for the drivers’ full attention.’⁵ His design for the Sydney to Newcastle Expressway (1962-1967) — in conjunction with engineers — assimilated a major highway into a spectacular

⁵ Spooner, Peter *Highway Landscape Design*, 1969 p. 15, cited in Lovell Chen, p. 10.

landscape, making use of rock medians and cuttings to dramatic effect, aptly demonstrated this stipulation.⁶

In 1973 Victoria's CRB ran a highway design course which included discussions on aesthetics where it was determined that a 'complete highway incorporates safety, utility, economy but also beauty. It must be compatible with the environment.'⁷

In 1973, after construction of the Eastern Freeway - Stage One had commenced, the Hamer government ratified Planning Policy No. 5 (Highway Areas) which directed road planning authorities to place greater emphasis on the environment and to pay more attention to landscaping, pedestrian movement and control of roadside advertising hoardings.

These three separate events are evidence of an incrementally changing approach to freeway design and construction, with the design, documentation and construction periods of the Eastern Freeway - Stage One occurring parallel to these changing circumstances.

Several separate elements evident in the Eastern Freeway - Stage One demonstrate awareness of the changing environment of freeway construction and are elaborated on here.

Bridges and overpasses

The series of bridges that both carry the Eastern Freeway - Stage One over the Yarra River and the Merri Creek and the concrete overpasses extending from Yarra Bend Road to Bulleen Road were designed by H Bruce Day, an engineer initially employed by the Melbourne & Metropolitan Board of Works (MMBW), and later the CRB. Day had previously designed other freeway bridge structures including the Morshead overpass of the South-Eastern Freeway (1961), the St Kilda Junction interconnection of Dandenong Road and Queens Road and the later South-Eastern Freeway elevated roadway along Gardiners Creek to Toorak Road. The first three Eastern Freeway - Stage One structures, heading east from the commencement of the freeway are the Hoddle Street bridge, Clifton Hill railway bridge and the Trenerry Crescent pedestrian overpass, all of which were standard CRB bridge designs.

In a presentation to the Victorian Branch of Institution Engineers Australia in late 1974, Day stated that in the past few years active community groups in all cities had criticized the proposals of professionals and in particular, engineers. No longer was it seen as sufficient to produce designs that demonstrated the best economical engineering solutions. Day related that a number of perfectly justifiable projects had attracted considerable public opposition.⁸ It is likely that projects upon which Day had worked, such as the St Kilda Junction, were among those which were subject to criticism.

The set of bridges which form the carriageways and overpasses of the Eastern Freeway - Stage One are distinctive in their form and design. The majority are set within a valley and respond to their specific siting, allowing the sequence to form a theme of their own, experienced by the motorist. Some of the designs utilised in the Eastern Freeway - Stage One were similar to those used on other roads in metropolitan Melbourne including the pedestrian overpasses of the third stage of the Tullamarine Freeway (1970) and the Mornington Peninsula Freeway at Dromana (1975). In the case

⁶ Saniga, Andrew, 'Landscape and Infrastructure', in *Australia Modern*, 2019, pp. 199-201.

⁷ Eriksson, Sven *Notes on Basic Design Criteria, Road and Freeway Design Manual* 1973, p. 2, cited in Lovell Chen, p. 10.

⁸ Day, H Bruce 'Eastern Freeway Structures: General Principles of Design', 1974, p. 3.

of the Eastern Freeway - Stage One bridges, the close concentration of overpasses in a relatively short length of roadway (approximately nine kilometres) was able to generate a cumulative appreciation of the sequence of designs, not as apparent on roadways where the individual bridges of similar design would appear in isolation.

Of the Eastern Freeway - Stage One overpasses, the Belford Road Bridge at East Kew is the most visually and dramatically distinctive. The angled pylons set into the exposed rock escarpment are visually arresting and seem to be pushing the escarpments apart to allow passage of the roadway. The broad spans of the Yarra Bend Road and Yarra Boulevard overpasses which avoid the need for a central pylon are also noteworthy. All the overpasses read as imposing structures, in part because the roadways they span are extremely wide for the date of construction, and because they are visible from considerable distances of approach.

Cuttings and escarpments

The treatment of the escarpments formed through cuttings to facilitate the road alignment are also distinctive. They comprise exposed deep layers of ancient rock with mortared infill rockwork used sparingly to good effect to stabilise loose surfaces. Prior to this, the common treatment in a metropolitan setting was to either conceal the rock beneath shotcrete, or behind concrete grow screens with apertures to support climbing plants.

The exposed escarpment and mortared rockwork of Stage One influenced the design of the precast concrete sound barriers of Stage Three.

The texture and colours of the rockwork of the escarpments are also reported to have influenced the colour and finish of the interior of the Melbourne Concert Hall (now Hamer Hall) auditorium, at that stage being designed by John Truscott, who had returned to Melbourne in 1980 to undertake this commission.⁹

Lighting and landscaping

A series of tall, needle-like light poles occupy the freeway median as far as Bulleen Road, and also flank the roadway to either side, near the freeway entrance and exit points. The light poles appear to only be evident at one other metropolitan freeway; the West Gate Bridge where they were originally fitted with deflectors. In the context of lighting Melbourne freeways, the Eastern Freeway - Stage One light pole design is a particularly distinctive element of the freeway's design. Visible from the surrounding suburbs and from a considerable distance, the light poles mark the course of the freeway in the river valley.

The expansive landscaped setting of the Eastern Freeway - Stage One is a further point of difference from contemporary metropolitan freeways. This already existed in part due to the location of the road within the Yarra Bend National Park and Yarra River valley, rather than any deliberate thematic planting plan, with no evidence of a thematic planting plan located. That said, the design of the freeway landscaping was attributed to Rosa Nirán of the CRB Landscaping Section, established in 1973, as the Eastern Freeway - Stage One was under construction.

The rapid change of scene the motorist experiences as part of the journey; passing from the highly urbanised setting of Hoddle Street and Alexandra Parade to one verging on the pastoral, and vice

⁹ Fairfax, Vicki *A place across the river: they aspired to create the Victorian Arts Centre*, 2002, p. 181.

versa, are unusual characteristics in metropolitan freeways in Melbourne. This transition is likely to have been more marked in 1977, than it is today.

Stage Two: Bulleen Road to Doncaster Road

Before Stage One was complete, planning was underway for an extension to Doncaster Road, within the Koonung Creek valley. The form of the roadway was markedly different to that of Stage One. The alignment comprised a four-lane (two in each direction) arterial road to a standard CRB road design. A standard concrete crash barrier separated the lanes of traffic, with no central median. The route of the Doncaster railway line was planned to travel along the centre of the roadway for approximately one kilometre before veering north-east in alignment with Kenneth Street Bulleen, and then going underground near Harold Street. The lack of a central median to accommodate a railway indicated that the commitment to the railway line had faltered. Instead, the concrete crash barrier supported standard T-form street lighting.

Stage Two of the Eastern Freeway opened to motorists in June 1982 and initially extended the freeway from Bulleen Road to Doncaster Road. Its construction – and that of Stage Three - were also controversial; residents of the suburbs through which the creek valley passed and who had in some cases oriented their houses to look into and across the valley, objected to the despoiling of the natural environs which had attracted them to the area in the first place. Residents had written to the Minister for Planning deploring the approach of the freeway, from as early as 1975.

The freeway's construction along the Koonung Creek valley required the undergrounding of the creek in sections, and as a compromise, the creek environs to either side of the freeway were landscaped as a formalised linear park with bicycle and walking tracks, eventually extending to Springvale Road.

Stage Three: Doncaster Road to Springvale Road

Contracts for the design and construction of the Eastern Freeway - Stage Three were let in 1994. Stage Three opened in 1997, extending the freeway to Springvale Road. The roadway passed between a series of award-winning architect-designed arc-form precast concrete sound barriers, and by a curved translucent Perspex sound wall, affording views of the Koonung Creek valley. At the same time, Stage Two was widened to three lanes in each direction as well as an emergency lane, and retrofitted with the precast concrete sound barriers in key locations. The sound barriers and the landscaping of the Koonung Creek valley were highly regarded in professional circles with the sound barriers receiving the Victorian Architecture Medal in 1998. But, in a sense, the result in terms of impact on the natural environment, was pyrrhic. Graeme Davison in *Car Wars* aptly summed up the situation:

Today the Eastern Freeway wends its way along the valley between miles of high earth barriers and artfully contoured glass and concrete sound walls. Boulders have been rolled into creeks to create ponds and waterfalls, a new home for yabbies and waterbirds. Cyclists pedal along a winding path between newly planted eucalypts and across the rustic wooden footbridges that now span the highway. But the bellbirds and whipbirds have departed, and, despite the tonnes of insulating earth and concrete, there is nowhere in the valley that the dull hum of traffic cannot be heard.¹⁰

¹⁰ Davison, Graeme *Car Wars*, 2004, p. 233.

In 2007, the Eastern Freeway was extended to Ringwood as part of the Eastlink Tollway project. The roadway was tunnelled beneath the Mullum Mullum creek east of Mitcham Road, leaving the creek valley largely intact.

CONSTRUCTION DETAILS

Architect name: Bridges by H Bruce Day, Engineer (MMBW/CRB)

Construction started date: 1972 (Stage One) 1980 (Stage Two) 1993 (Stage Three)

Construction ended date: 1977 (Stage One) 1982 (Stage Two) 1997 (Stage Three)

VICTORIAN HISTORICAL THEMES

03 Connecting Victorians by transport and communications

3.1 Establishing pathways

3.4 Linking Victorians by road in the 20th century

06 Building towns, cities and the garden state

6.2 Creating Melbourne

6.3 Shaping the suburbs

07 Governing Victorians

7.2 Struggling for political rights

7.3 Maintaining law and order

PHYSICAL DESCRIPTION

The Eastern Freeway - Stage One extends from a point just east of Hoddle Street, Clifton Hill/Abbotsford and traverses the Yarra Bend National Park, and further east to Bulleen Road. Later stages extended it to Springvale Road, Donvale at which point it merges with the Eastlink Tollway.

The Eastern Freeway - Stage One begins at Hoddle Street. Heading in an easterly direction, vehicles pass over and under several concrete bridges and overpasses. The roadway width is five lanes plus an emergency lane in each direction, as far as Chandler Highway. From this point it reduces to four lanes plus an emergency lane in each direction, to Bulleen Road.

In order, from west to east, these are the Hoddle Street roadway bridge, the Clifton Hill railway lines bridge which incorporates a train marshalling yard, and the Trenerry Crescent pedestrian overpass. From this point the roadway veers northwards and passes over the Merri Creek via the twin Merri Creek road bridges, then under the Yarra Bend Road bridge, passes over the twin Yarra River road bridges and then straightens its course to pass beneath the Yarra Boulevard Road bridge. The roadway continues beneath the Chandler Highway road bridge, the Belford Road bridge, Burke Road bridge, the Columba Street bridge, and continues further east, by travelling under the Bulleen Road bridge. The bridges, with the exception of the Hoddle Street bridge, the railway bridge and the Trenerry Crescent pedestrian overpass were designed by engineer H Bruce Day, of the MMBW and later the CRB. The freeway offers views to surrounding areas in Clifton Hill, Yarra Bend and Kew, before passing through a series of cuttings and travelling the majority of its length at a position slightly below grade. This means that several of the aforementioned road bridges are at a moderate to high level and buttressed from distinctive natural rock escarpments in which unstable rock has been replaced by sections of mortared rockwork. This is particularly evident at Belford Road Kew East, Columba Street Balwyn North, and to a lesser extent at Yarra Bend Road and Yarra Boulevard. Landscaping using Australian native plantings are a characteristic of the first stage of the freeway.

The dual carriageways are divided by a wide grassed median strip. Tall, needle-like light poles support lamps at high level and are set at the centre of the median / rail reservation, and to the sides of the on and off ramps.

The Eastern Freeway has been extended in two additional stages. Stage Two opened in 1982 and extended the freeway to Doncaster Road. Stage Three opened in 1997 and extended the freeway to Springvale Road.

INTEGRITY/INTACTNESS

Intactness

The Eastern Freeway - Stage One retains a moderate to high level of intactness. Changes which have occurred since its opening in 1977 include the widening of the roadway as it divides, east of Hoddle Street, directing traffic off the freeway at Hoddle Street or beneath the Hoddle Street overpass and on to Alexandra Parade. The addition of timber sound barriers at various points along the alignment and the installation of tensioned wire crash barriers to the central grassed median have also taken place. Some native plantings have also been sown in the median immediately east of the Hoddle Street bridge, extending to the Merri Creek road bridges, and adjoining the Yarra River road bridges. The overpass at Bulleen Road has also been altered as part of the construction phase of Stage Two to facilitate the movement of traffic further east. The Eastern Freeway - Stage One retains a high level of intactness to its date of completion in 1977. (November 2019)

Integrity

The Eastern Freeway - Stage One retains a high level of integrity and its form and fabric expresses its original function and use. The cultural values of the place are easily read in the extant fabric. (November 2019).

Condition

The place is in good condition (November 2019).

COMPARISONS

There are currently no freeways included in the Victorian Heritage Register. There are major roads including Royal Parade (VHR H 2198), St Kilda Road (VHR H2359) and the Great Ocean Road (VHR H2261). There are also roads which are incidental to a registered place, such as the Bacchus Marsh Avenue of Honour (VHR H2238) and the Avenue of Honour and Arch of Victory at Ballarat VHR H2089), where the significance is related to the role of commemoration.

Melbourne Metropolitan Freeways (not in the VHR)

Former South-Eastern Freeway

The first stage of the South-Eastern Freeway was the only realised section of an inner-city ring road recommended in the Melbourne Metropolitan Planning Scheme of 1954. It opened in June 1962 and commenced at Swan Street, carried a pair of two-lane carriageways across Punt Road via the Morshead Overpass, and terminated at Barkly Avenue Burnley. The designer of the Morshead Overpass and the Gardiners Creek elevated roadway of Stage Two was H Bruce Day, engineer and designer of most of the Eastern Freeway - Stage One bridges. Stage Two of the South-Eastern Freeway opened in 1969 and extended the freeway to Toorak Road. Stage Three opened in 1989 as a four-lane arterial road, from Toorak Road to Warrigal Road with signalised intersections at Tooronga and Burke Roads, and High Street and Warrigal Road. This road project was undertaken by the Cain Labor government, who determined a controlled arterial road would be more palatable to the blue-ribbon Liberal suburbs it passed through. The Kennett Liberal government was elected in 1992 and replaced the signalised intersections with overpasses and awarded tenders for the City Link Project; linking South-Eastern Freeway, West Gate Freeway and the Tullamarine Freeway via a toll road, tunnels and new river crossing. The South-Eastern Freeway is now known as the Monash Freeway and has been modified and extended as demand has dictated since the opening of the first stage nearly sixty years ago.



Monash Freeway

Former Tullamarine Freeway

The Tullamarine Freeway (F81) was constructed in stages from the middle 1960s, to link the central business district with the Tullamarine Jetport, then under construction. Like the South-Eastern Freeway, its planning and construction was well-advanced by the time of the launch of the 1969 Transportation Plan. The first short length of the roadway provided an approach road to the Jetport from Mickleham road and comprised two lanes in each direction, and an emergency lane. Between 1967 and 1970 extensions to Bell Street were completed and the freeway was formally opened by Henry Bolte, Premier of Victoria in February 1970. The section between Flemington Road and

Moreland Road reduced the Moonee Ponds Creek to a concrete culvert running alongside the freeway. Some measures were undertaken to ameliorate visual impacts by incorporating native tree plantings and shrubs to the grassed embankments, which, according to historian Professor Graeme Davison, were designed by the noted landscape architect Ellis Stones (1895-1975).¹¹ These elements were removed due to road widening in the 1990s. The Tullamarine Freeway has been widened on at least two occasions and was incorporated into the Citylink Toll Road project interconnecting it with the Monash and West Gate Freeways.



Tullamarine Freeway

Westgate Freeway

Originally conceived as the Lower Yarra Freeway, and designated the F9 Freeway corridor in the 1969 Transportation Plan, the first section of the West Gate Freeway constructed between 1968 and 1971 interconnected the Princes Highway with Williamstown Road in Spotswood. It followed an electrical transmission line reservation and opened to traffic in 1971. In 1970 while the roadway was under construction, spans of the West Gate Bridge with which it was to interconnect collapsed with the loss of 35 lives. Construction re-commenced in 1972 and the Bridge opened in 1978. The West Gate Elevated Highway received international acclaim for its advanced post-tensioned balanced cantilever construction requiring over 2000 precast prestressed concrete segments, each of which were of different forms, because of the elevated roadway's complex geometry. The West Gate Freeway today interconnects with Citylink at Power Street from which point it becomes a toll road and enters the Burnley Tunnel to merge into the Monash Freeway at Burnley.



Westgate Freeway

¹¹ Davison, Graeme *Car Wars*, 2004, p. 246.

Mulgrave Freeway

The first section of the Mulgrave Freeway opened in 1972, linking the South Gippsland Highway at Hallam with Stud Road, Dandenong North. The second section of the freeway, opened in 1974 and provided direct access to VFL Park, (Waverley Park) (VHR H1883) which had opened in 1970. It progressively extended city-wards to terminate at Warrigal Road in 1981. Initially two lanes in each direction with emergency lanes, the freeway opened up land for suburban development, with several new suburbs established at this time, including Mulgrave, Wheelers Hill and Endeavour Hills. In 1994 the South-Eastern Freeway/Arterial Road connected with the Mulgrave Freeway via a new overpass at Warrigal Road.



Mulgrave Freeway

Regional Freeways (not in the VHR)

Maltby Bypass (Geelong Freeway)

The Maltby Bypass, named for the Commissioner for Public Works and MLA Sir Thomas Maltby, was opened by the Premier Henry Bolte on 16 June 1961. The Maltby Bypass, now part of the Princes Freeway was a ten kilometre multi-lane roadway constructed to remove traffic from the centre of the then town of Werribee on the Princes Highway. Comprising two dual lane carriageways separated by a wide grassed median, a provision for an extra lane in each direction was incorporated into the design. The central median was designed to be grassed and planted to provide a screen against traffic glare. Its construction also entailed building three overpass bridges at Sneydes, Duncans and Farm Roads and a new bridge crossing across the Werribee River. The road alignment for most of its length followed the Main Outfall Sewer (VHR H1932), veering off the Princes Highway near the present-day suburb of Hoppers Crossing, traversing the State Research Farm and bordering the Werribee Park estate, before rejoining the Princes Highway at Cocoroc.



Maltby Bypass

Western Freeway

The Western Freeway was constructed incrementally, partly over the footprint of the Western Highway (Ballarat Road), from the mid-1960s. Milestones included the construction of the then 'Western By-pass Road' at Pykes Creek Reservoir in 1969, and the bypass of Bacchus Marsh, a roadway of nearly ten kilometres in length opened by the Premier Henry Bolte in June 1972. Bypasses of the towns of Myrning (1975), Ballan (1978), Wallace and Bungaree (1983) and Melton (1987-88) followed, with the Ballarat Bypass completed in stages between 1993 and 1998. The present alignment commences at the intersection of the Ballarat Road Western Highway and the Deer Park Bypass and runs to a point just east of Beaufort.



Western Freeway

Major roads in the Victorian Heritage Register

Roads included in the Victorian Heritage Register include Royal Parade (VHR H2198) and St Kilda Road (VHR H2359), both nineteenth century urban boulevards developed from earlier tracks, and the Great Ocean Road (VHR H2261), post-World War I commemoration and employment project, and a tourist road. None of these roads are directly comparable with the Eastern Freeway - Stage One. Royal Parade and St Kilda Road were conceived before the invention of the automobile, and the Great Ocean Road opened at the beginning of the era of motor touring.

Royal Parade (VHR H2198)

Royal Parade is of historical and aesthetic significance to the State of Victoria. It is historically significant as the road to Sydney from the mid-nineteenth century and as Melbourne's traditional entrance from the north. It is also historically significant as its multiple avenues demonstrate technical developments in the planning movement worldwide which led to the separation of fast and slow traffic and different types of traffic, by plantations. Royal Parade is also aesthetically significant as one of Victoria's finest boulevards. In the early twentieth century it was recreated as a major example of the 'city beautiful' planning movement, characterised by its multi-lane layout and the introduction of the four linear plantations of English Elms.



Royal Parade

St Kilda Road (VHR H2359)

St Kilda Road is of historical and aesthetic significance to the State of Victoria. It is historically significant as one of Melbourne's longest and grandest thoroughfares. Dating from the 1850s, St Kilda Road was developed into a magnificent tree-lined boulevard during the late nineteenth century and was the location of some of Victoria's major public institutions. St Kilda Road is a fine and representative example of a boulevard. It was one of Melbourne's first main roads to be laid out as a boulevard around 1889 and is the longest metropolitan boulevard in Melbourne. It is of aesthetic significance as a broad and stately thoroughfare, with its intact and impressive plantings of mature Elm and Plane trees beautifying the southern access to the city.



St Kilda Road

Great Ocean Road (VHR H2261)

The Great Ocean Road is of historical, archaeological and aesthetic significance to the State of Victoria. It is historically significant as a tangible reminder of the work undertaken from 1919 to 1932 by 3000 repatriated ex-servicemen to honour their fellow soldiers and sailors from World War I. It is also significant for its provision of access to popular places for recreation and leisure since the 1930s. The Great Ocean Road is of archaeological significance for its potential to contain features, deposits and/or relics associated with the construction and occupation of campsites and toll booths that will contribute to an understanding of the construction and operation of the Great Ocean Road. It is of aesthetic significance as a sinuous road winding through dramatic topography.



The Great Ocean Road

Summary of Comparisons

The Eastern Freeway - Stage One is one of several metropolitan freeway and regional road projects instigated and constructed in the years before and after the 1969 Melbourne Transportation Plan. Like other roads constructed during this period, the Eastern Freeway - Stage One provides a vehicular connection to Melbourne.

More than any other freeway, the Eastern Freeway - Stage One demonstrates the changing view towards freeway design during the 1960s and 1970s and the growing awareness that the design and construction of freeways required the consideration of aesthetic and environmental matters alongside the consideration of safety, utility and economy. This new way of thinking reflected and reacted to the community opposition to freeways at the time and informed the development and design of all future freeways in Victoria. The Eastern Freeway - Stage One survives substantially intact. It readily demonstrates the early development of the freeway in Victoria, as well as a pivotal moment in freeway design.

KEY REFERENCES USED TO PREPARE ASSESSMENT

W K Anderson, *Roads for the People: a history of Victoria's roads*, Hyland House, 1994.

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Graeme Davison, *Car wars: how the car won our hearts and conquered our cities*, Allen & Unwin, 2004.

H Bruce Day, *Eastern freeway structures general principles of design*, Paper presented to the IEA Victoria Division Structural Branch Meeting, September 1974.

Max Lay, *Melbourne miles: the story of Melbourne's roads*, Australian Scholarly publishing, 2003.
Lovell Chen, *Eastern Freeway (Stage 1) Nomination to Victorian Heritage Register – Supporting Documentation, Prepared for Department of Transport, July 2019.*

Wilbur Smith & Associates, Len T Frazer & Associates, *Melbourne transportation study*, Metropolitan Transportation Committee, 1969.

Victoria. Town and Country Planning Board, *Statement of Planning Policy, No. 5 Highway Areas 1973*, 1973.

ADDITIONAL IMAGES

Views of the Eastern Freeway – Stage One from Bulleen Road to Hoddle Street



2019, Bulleen Road exit, looking east.



2019, View from Columba Street overpass, looking west.



2019, Columba Street overpass, North Balwyn.



2019, Exposed escarpment and mortared rock infill,
just east of the Columba Street overpass, North Balwyn.



2019, Exposed escarpment looking south to Hays Paddock, Kew East.



2019, Burke Road overpass, Looking northwest.



2019, Belford Road overpass at Kew East.



2019, Yarra Bend Road overpass looking northwest.



2019, Chandler Highway overpass.



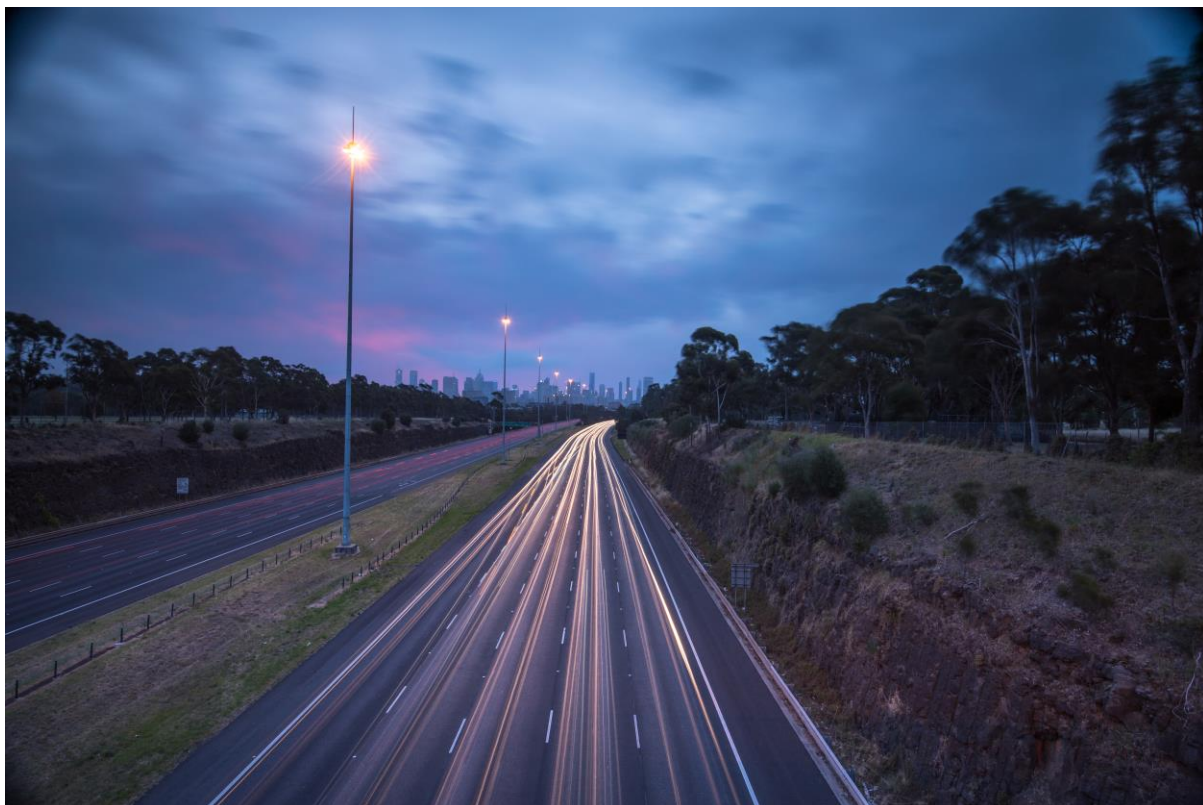
2019, Looking west from Belford Road overpass towards the city.



2019, Looking east from Yarra Bend Road Bridge.



2019, Looking west from Yarra Bend Road bridge.



Night view from Yarra Bend Road bridge, looking west.



c.1980, The Chandler Highway bridge is in the middle ground.



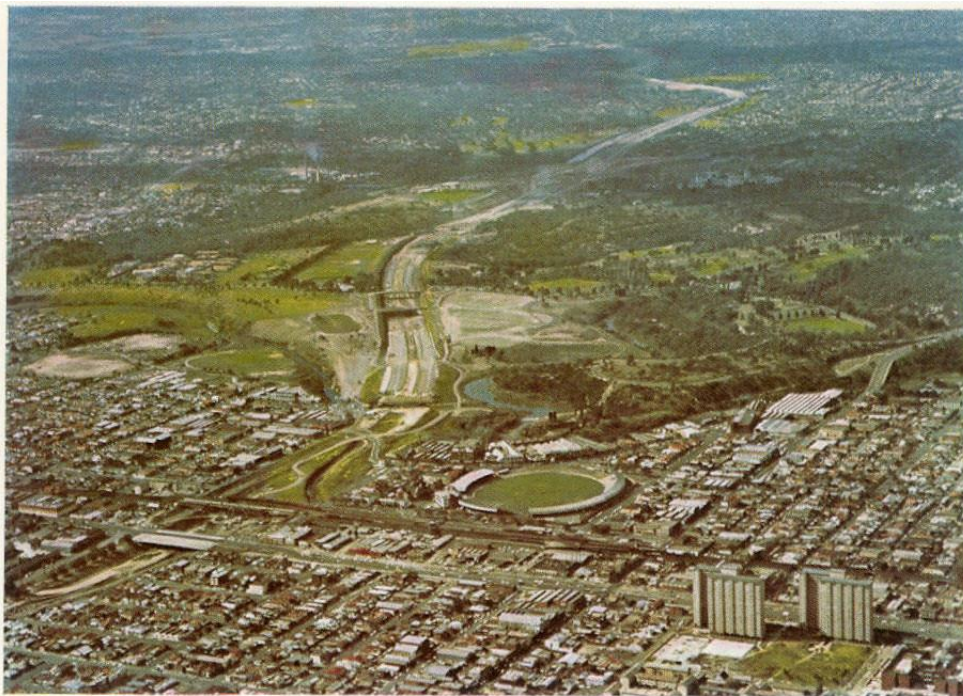
c. 1977, Alexandra Parade plantation,
looking east from a point thought to be just west of Gold Street.
Source: Picture Victoria.



November 1977, Police dismantling the barrier at Wellington Street and Alexandra Parade
ahead of the Freeway's opening.
Source: Barricade: the resident fight against the F19 Freeway



1976, Belford Road Bridge, prior to the opening of the Eastern Freeway - Stage One.
Source: National Archives of Australia.



The Eastern Freeway under construction.

c. 1974, The Eastern Freeway - Stage One looking east from Collingwood.



c. 1972, The Eastern Freeway - Stage One under construction, looking towards the city. The Chandler Highway alignment is in the foreground with Willsmere to the left.

Source: National Archives of Australia

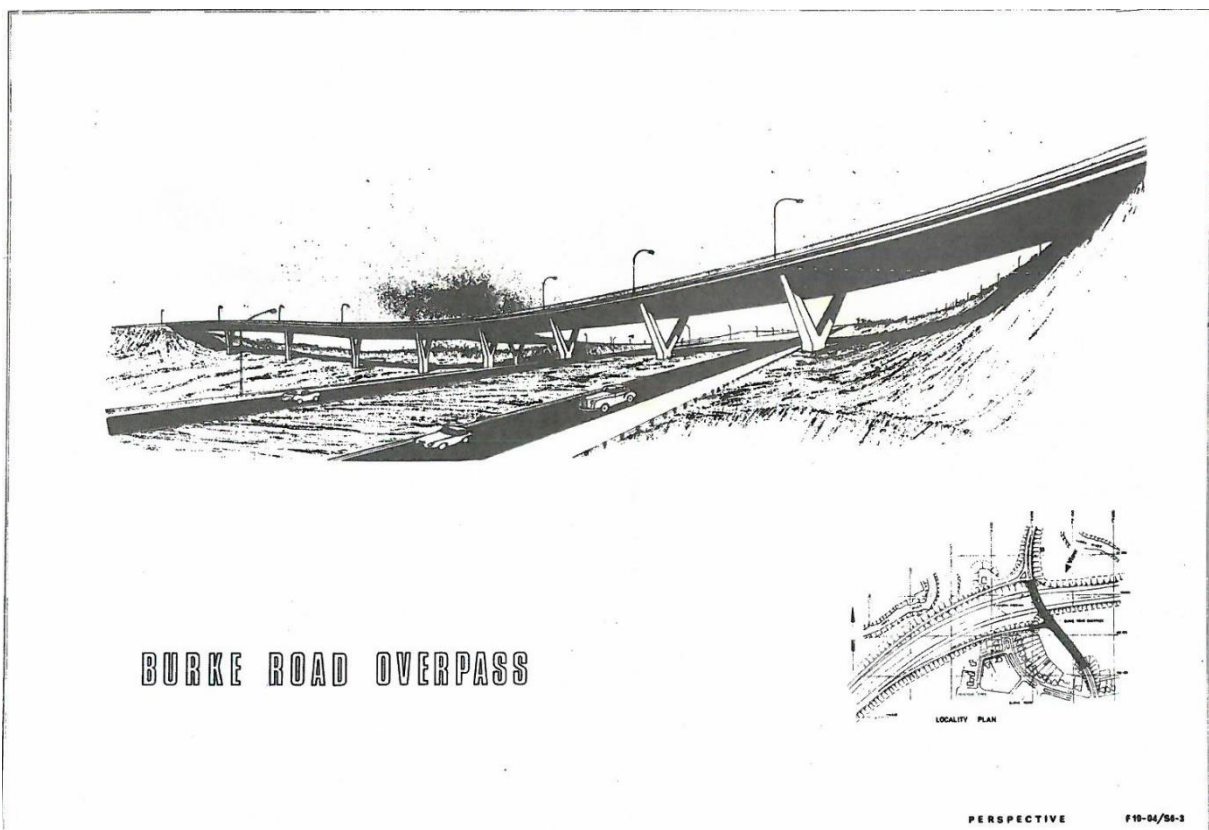


c. 1972, Looking west to Alexandra Parade, just west of Hoddle Street

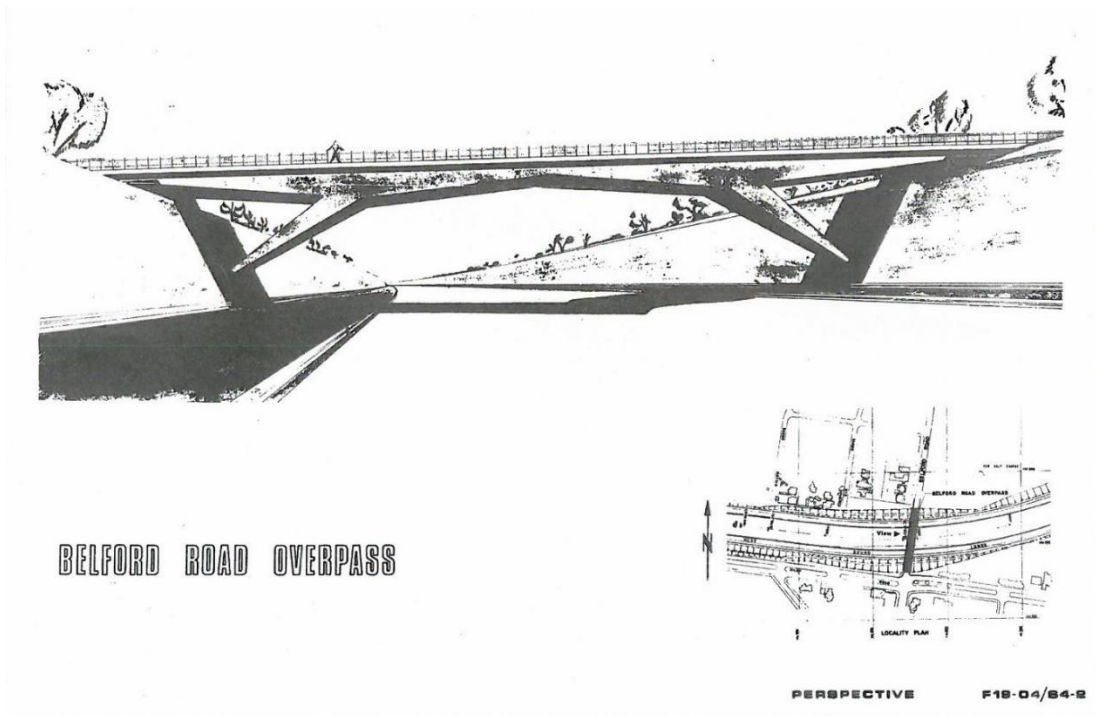
Source: Picture Victoria



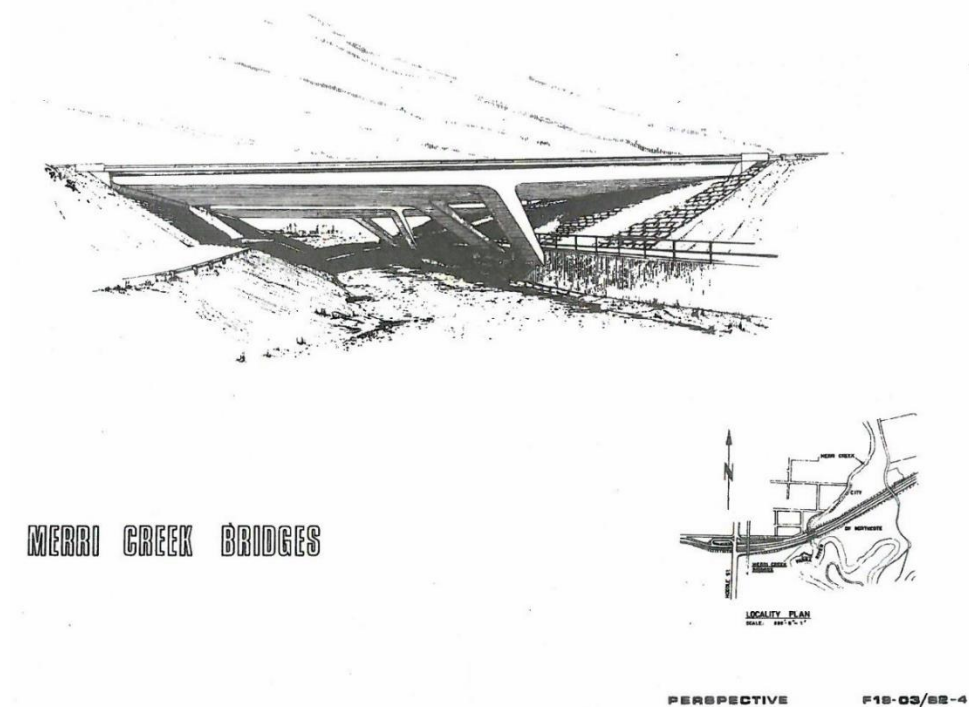
n.d., The Yarra Boulevard Road bridge under construction, with the pylon of the Yarra River bridges in the foreground.
Source: National Archives of Australia.



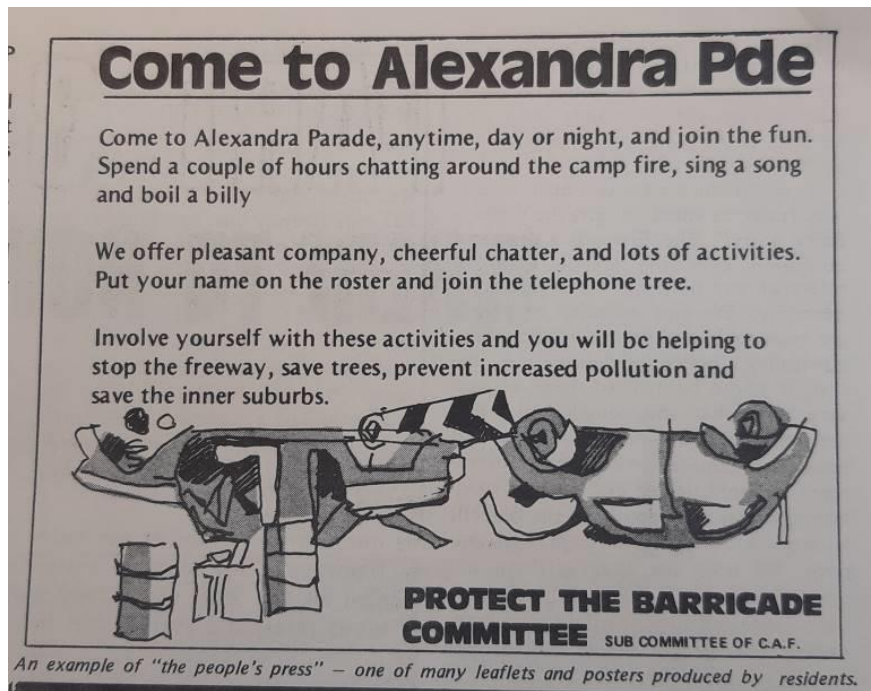
1972, Burke Road overpass.
Source: Eastern Freeway Structures: General Principles of Design



1972, Belford Road overpass.
 Source: Eastern Freeway Structures: General Principles of Design.



1972, Merri Creek bridges.
 Source: Eastern Freeway Structures: General Principles of Design



n.d., Flyer advocating peaceful action at the barricade site.
 Source: Barricade: the resident fight against the F19 Freeway



26 June 1969, Project announcement in the Herald.